

Message Text

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17-12

ORIGIN AF-18

INFO OCT-01 ARA-16 EUR-25 EA-11 ISO-00 CIAE-00 DODE-00

PM-07 H-03 INR-10 L-03 NSAE-00 NSC-10 PA-04 RSC-01

PRS-01 SPC-03 SS-20 USIA-15 ACDA-19 IO-14 AID-20

COME-00 EB-11 FRB-02 TRSE-00 XMB-07 OPIC-12 CIEP-02

LAB-06 SIL-01 OMB-01 STR-08 CEA-02 AGR-20 INT-08

SCI-06 TAR-02 /289 R

DRAFTED BY AF:RSSMITH/AF/EPS:BASTOKES:MB

APPROVED BY AF - DAVID D. NEWSOM

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R 060113Z DEC 73

FM SECSTATE WASHDC

TO AMEMBASSY LONDON

AMEMBASSY PARIS

AMEMBASSY BONN

AMEMBASSY TOKYO

AMEMBASSY BRASILIA

AMEMBASSY BUJUMBURA

AMEMBASSY BANGUI

AMEMBASSY NDJAMENA

AMEMBASSY ADDIS ABABA

AMEMBASSY NAIROBI

AMEMBASSY BLANTYRE

AMEMBASSY KIGALI

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AMEMBASSY MOGADISCIO

AMEMBASSY KHARTOUM
AMEMBASSY DAR ES SALAAM
AMEMBASSY KINSHASA
AMEMBASSY LUSAKA
INFO AMEMBASSY LIBREVILLE
AMEMBASSY YAOUNDE
AMEMBASSY PRETORIA

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E.O.11652 N/A

TAGS: EGEN, XA, XW

SUBJECT: POSSIBLE ECONOMIC SANCTIONS AGAINST U.S.

REF: DAR ES SALAAM 3928

1. REUTER REPORT OF NOVEMBER 24 AND REFTEL REPORT THAT MEETING IN DAR ES SALAAM OF EAST AND CENTRAL AFRICAN FOREIGN MINISTERS URGED SIXTEEN GOVERNMENTS IN THIS GROUP TO CONSIDER ECONOMIC AND OTHER SANCTIONS AGAINST US, UK, FRANCE, WEST GERMANY, JAPAN AND BRAZIL UNLESS THEY CEASE ASSISTING QUOTE RACIST MINORITY REGIMES END QUOTE IN SOUTHERN AFRICA.

2. DEPARTMENT DESIRES EMBASSIES IN OTHER COUNTRIES MENTIONED AS POSSIBLE TARGETS OF SANCTIONS TO CONSULT WITH HOST GOVERNMENTS TO ELICIT COMMENTS AND PARTICULARLY TO ESTABLISH WHETHER AND WHAT ACTIONS GOVERNMENTS MAY INTEND TAKING AT THIS TIME. AFRICAN ADDRESSEES SHOULD APPROACH HOST GOVERNMENTS TO INQUIRE WHETHER COMMUNIQUE ACCURATELY REFLECTS GOVERNMENTS POSITION. AS APPROPRIATE, POSTS SHOULD STRONGLY DISCOURAGE ANY SUCH ACTION ON THEIR PARTS. RECOGNIZE THAT DEMARCHES WILL HAVE TO BE TAILORED TO PARTICULAR CIRCUMSTANCES IN EACH ADDRESSEE COUNTRY. WHAT TO SAY AND WHOM TO SEE SHOULD DEPEND ON AMBASSADOR'S JUDGMENT OF LOCAL CIRCUMSTANCES. SUGGEST YOU BEGIN PRESENTATION BY POINTING OUT THAT CONTRARY TO ASSERTIONS IN COMMUNIQUE, USG DOES NOT RENDER ASSISTANCE TO MINORITY RULED STATES OF SOUTHERN AFRICA. WE MAINTAIN ONLY NORMAL LIMITED OFFICIAL USE

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TRADE AND DIPLOMATIC RELATIONS WITH SOUTH AFRICA. U.S. TRADES WITH AND MAINTAINS CONSULAR REPRESENTATION IN MOZAMBIQUE AND ANGOLA. WITH REGARD TO RHODESIA EVEN NORMAL TRADE RELATIONS BROKEN AND US CONSULAR REPRESENTATION TERMINATED. WE HAVE CONSISTENTLY SUPPORTED AND (A) URGED SELF DETERMINATION FOR PORTUGUESE TERRITORIES AND NAMIBIA, (B) THE END OF THE ILLEGAL REGIME IN SOUTHERN RHODESIA AND (C) OPPOSITION TO THE

APARTHEID SYSTEM IN SOUTH AFRICA.

3. NEVERTHELESS, CERTAIN CONSIDERATIONS MAY BE USEFUL TO ALL ADDRESSEES.

A. SECRETARY HAS MADE CLEAR, WITH RESPECT TO OIL EMBARGO BY ARAB STATES, THAT U.S. POLICY WILL NOT BE SWAYED BY ANY ECONOMIC BOYCOTTS.

B. AMERICAN PUBLIC REACTION IS LIKELY TO BE AGAINST BOYCOTTERS RATHER THAN AGAINST WHITE MINORITY REGIMES.

C. USG HAS BEEN MAKING REAL EFFORTS TO EXPAND TRADE AND INVESTMENT WITH AFRICAN DEVELOPING NATIONS; PROPOSED BOYCOTT WOULD FLY IN TEETH OF THESE EFFORTS, ANNUL WHAT HAS BEEN ACHIEVED AND DELAY FUTURE EXPANSION. FOR EXAMPLE, GOVERNMENTS CONCERNED SHOULD WEIGH CAREFULLY ADVERSE EFFECT OF ANY PROPOSED TRADE EMBARGO ON CONGRESSIONAL CONSIDERATION OF PENDING GENERALIZED PREFERENCES (GSP) LEGISLATION. WHILE LATTER MAY NOT BE OF GREAT IMMEDIATE IMPORTANCE TO THESE AFRICAN COUNTRIES, IT REMAINS IMPORTANT ISSUE FOR MANY OTHER DEVELOPING COUNTRIES AROUND THE WORLD.

D. BURUNDI, CHAD, CONGO, KENYA, MALAWI, RWANDA, TANZANIA, UGANDA AND ZAIRE AS GATT MEMBERS WOULD VIOLATE GATT ARTICLE I AND II OBLIGATIONS IF TRADE MEASURES WERE TAKEN AGAINST US AND OTHER GATT CONTRACTING PARTIES. SUCH ACTIONS, IN ADDITION TO LEGAL ASPECTS, WOULD HAVE EFFECT OF UNDERMINING GATT FACILITY FOR PROMOTING ORDERLY EXPANSION OF WORLD TRADE WHICH REMAINS IMPORTANT ELEMENT IN AFRICAN AND OTHER COUNTRY DEVELOPMENT PROGRAMS. IRRESPONSIBLE ACTIONS IN TRADE FIELD COULD SIMILARLY HAVE LIMITED OFFICIAL USE

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NEGATIVE EFFECT ON DEVELOPING COUNTRY PARTICIPATION IN MTN WHICH DEPENDS ON UNDERLYING PREMISE THAT CONTRACTING PARTY OBLIGATIONS WILL BE KEPT. LDC'S HAVE CLEAR INTEREST IN ESTABLISHING THEMSELVES AS CAREFUL RESPECTORS OF THEIR INTERNATIONAL OBLIGATIONS.

E. US TRADE WITH AFRICA REPRESENTS ONLY 3 PERCENT OF TOTAL US TRADE; TRADE WITH SIXTEEN EAST AND CENTRAL AFRICAN COUNTRIES IS ONLY 4/10 PERCENT OF TOTAL US TRADE. BY CONTRAST, AFRICAN TRADE WITH U.S. REPRESENTS 8 PERCENT OF TOTAL AFRICAN TRADE; AND SIXTEEN EAST AND CENTRAL AFRICAN COUNTRIES' TRADE WITH U.S. REPRESENTS 8 PERCENT OF THEIR TOTAL TRADE. THUS, AFRICANS HAVE MORE TRADE TO LOSE THAN DOES U.S. BY SUCH BOYCOTT.

F. U.S. BILATERAL ECONOMIC ASSISTANCE ALSO LIKELY
BE CURTAILED WERE SUCH BOYCOTT TO BE UNDERTAKEN.

4. AS APPROPRIATE, AMBASSADOR'S PRESENTATION TO HOST
GOVERNMENT SHOULD BE PARTICULARLY FORCEFUL IN COUNTRIES
WITH WHICH WE HAVE CLOSE AND SUBSTANTIAL TRADE AND/OR
AID TIES, SUCH AS ETHIOPIA, KENYA, MALAWI, SUDAN, ZAIRE
AND ZAMBIA.

5. PLEASE REPORT RESULTS YOUR DEMARCHES. KISSINGER

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